

## Collaborative Governance in the Implementation of E-Government-Based Public Services Inclusion in Jambi Province, Indonesia

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**Abstract:** *The Open Government Indonesia (OGI) action plan, provides a focus on strengthening public services and strengthening public information disclosure, as well as strengthening data governance, it can be facilitated by the presence of government base applications. The success in implementing e-government is the level of policy, fiscal support, and infrastructure. At the community level, although the implementation of e-government has opened up a large space for community participation in using civil rights through a variety of available channels, limited access is a major technical obstacle, supported by a lack of socialization, and application design that is not user-friendly. Initial findings explain that the collaborative process seems less-coordination, open government design has not been connected to the rules for implementing innovations in the regional government, the cause is the absence of commitment from regional heads and stakeholders, the gap between understanding and practical facts is still too wide.*

**Keywords:** *collaborative, open government, e-government, public services inclusion, innovative transformation.*

### Introduction

The development of information and communication technology (ICT) has spurred the government to change the way to provide services to the public in a more sophisticated direction. Sophistication shows a more open and transparent service. The sophistication of e-government encourages governance by promoting collaboration, communication, and interaction in the corridor of development planning, through information technology. Moreover, the government has targeted the application

of e-budgeting within the e-government framework to have been realized at all levels of government. The success in implementing e-government can be seen from the collaboration at the level of policy making, fiscal support, and available infrastructure. Collaboration in governance implies that all parties involved or involved have the same responsibility for decisions taken, therefore collaboration requires that the parties involved must sit at the same table and have the same power in decision making.

Collaboration exists as an inseparable part of the era of open government, and Open Government became a worldwide concern after the *Memorandum on Transparency and Open Government* started from Barrack Obama Administration in the United States in 2009 and was followed by the launch of *data.gov.uk* by the British government in 2010. Then the concept of openness triggered a movement that was followed internationally including Indonesia, the emergence of a government data portal that provided all access to information for the public continued to spread and get support from many parties, this data portal was created and managed by the government or a multilateral independent team in collaboration with government that works to develop open government data in a country (Andhika, 2017).

In Indonesia, the open government movement has been followed up through the *Open Government Indonesia* (OGI) which has been rolling since 2011, this movement enables communication channels that are not just two-way between the government and the community but are also interactive and even *real-time* (real-time computing, can immediately be observed and responded to). Various lines of communication as a form of government opening can be observed in social networks and public service portals for integrated communities although not yet fully enjoyed by all levels of Indonesian society, the end of OGI as an effort to see the impact of government policy with the issuance of the Law on Public Information Openness No. 12 of 2008 which is effective since 2010.

However, in 2018 Indonesia ranked 107th EGDI, the E-Government Development Index (EGDI) is an indicator consisting of three indexes (Online Service Index, Telecommunications Index, and Human Capital Index) which are equally weighted and cover a variety of topics that are relevant for e-government. Indonesia only rose 9 ranks compared to 2016 which ranked 116th. Indonesia ranked 7th in ASEAN after Vietnam, still the same as in 2016. Indonesia's ranking is still far below other ASEAN countries such as Singapore (ranked to -7 EDGI), Malaysia (48th EDGI), Brunei Darussalam (59th EDGI), Thailand (73rd EDGI), Philippines (75th EDGI), and Vietnam (88th EDGI). Denmark won the best ranking, followed by Australia, the Republic of Korea, the United Kingdom, and Sweden.

The average value of Indonesia's EGDI is also below the average in the Southeast Asian region. Indonesia is at 0.5258 while the average EGDI in Southeast Asia is 0.5555. The results of the EGDI ranking should encourage us to be able to further enhance e-Government implementation in all provinces in Indonesia, including in Jambi Province. This certainly makes it a challenge for us to be able to further enhance competence in the field of Information and Communication Technology (ICT) and ICT infrastructure.

With the facts above, in this article, the author will look at how the Collaboration carried out in the implementation of e-government to realize the Openness of Public Information in the current era of Open Government, especially at the level of local government, the real condition of the provision of

public services and collaboration between institutions regional government, the Jambi Provincial Government together with the Jambi Province DPRD has enacted the Jambi Province Regional Regulation No. 3 of 2014 concerning Public Information Services for the Implementation of Regional Government on March 11, 2014, by observing the aims and objectives of the Regional Regulation to realize good regional government implementation, namely openness, participatory, effective and efficient, accountable and can be accounted for and encourage and increase public participation in public policy making and good management of public bodies in the framework of open government.

However, the rapid development of innovation in the provision of public information is not accompanied by the same spirit in Jambi Province, this can be seen from the still weak public information openness.

Jambi Province is ranked 26th out of 34 provinces in Indonesia. This was conveyed at the Jambi Province Information Management and Documentation Officer (PPID) Coordination Meeting. It is known that there are 16 data in the red category or institutions that have not submitted information disclosure. The Regional Secretary of the Jambi Province, M. Dianto, will make measurable corrections to resolve the problem of the delay and closure of the public information by encouraging the Jambi Provincial Diskominfo to be able to oversee and make a reprimand to agencies that have not yet run or open access to information disclosure in Jambi Province (jambiindependent.co.id, 2019).

## Collaboration in the Open Government Era

Collaboration refers to the process of joint decision making (Stoker, 2004). Governance that uses the principle of collaboration-*Collaborative governance* has recently emerged as an alternative concept in governance at the local level when problems faced by local governments are increasingly complex (Rosemary et al, 2008). While Ansell and Gash explain that the meaning of collaboration is; A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policies or manage public programs or assets (Ansel et al, 2007).

However, collaborative governance also often involves partnerships between public agencies and may incorporate interagency and intergovernmental partnerships as well, Emerson also explains Collaborative Governance is the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres to carry out a public purpose that could not otherwise be accomplished (Emerson, Nabatchi, & Balogh, 2012). In this view, the leadership factor becomes a turning point in collaboration, decision making is inseparable from the actors involved.

Russell Linden in his book *Leading Across Boundaries* describes the conclusions from examples of government, nonprofit, and inter-sector collaboration

to identify the five characteristics of collaborative leaders:

1. Feel driven to achieve the goal through collaboration, with a measured ego.
2. Listen carefully to understand others' perspectives.
3. Look for win-win solutions to meet shared interests.
4. Use pull more than push.
5. Think strategically: connect the project to a larger purpose. (Linden, R., 2010)

These characteristics saw more personal qualities than specific skills. Yet practitioners need to reflect on underlying attitudes or dispositions that contribute to whether one recognizes an opportunity.

Collaboration exists as an inseparable part of the era of open government, the Organization for Economic Co-operation and Development (OECD) defines Open Government as "transparency of government action, access to government services and information, and government responsiveness to new ideas, demands, and needs. " Open Government Policy is a means of achieving the quality of democracy in a country to improve the fulfillment of people's needs through open policy governance. This policy generates a variety of benefits for the business community and citizens, including the government that implements these policies. Key examples of the policies above include:

1. Ensuring better policy outcomes.
2. Improve the efficiency and effectiveness of policies.
3. Improve compliance with policies and regulations.

4. Encourage inclusive socio-economic development.
5. Fostering innovation.

The concept of open government according to the OECD is not just being transparent, but also includes aspects of accessibility and responsiveness in the relations between the government and the citizens it serves. Transparency in the sense that every government action can be observed by the public; accessible in the sense that every government action can be known by everyone, at any time, and anywhere; and responsive to new ideas and public needs (OECD, 2016). Thus, the open government here is interpreted as conducting the government transparently and involving citizens and stakeholders from decision making, implementation to evaluation.

According to an open government design, citizens have the right to access government documents and processes to enable effective public oversight (Lathrop, D, and Ruma, L, 2010). Open government is an innovative strategy to change the way government works and help increase government transparency and accountability at all levels. By using network technology to connect the public to the government and inform each other by open data, the government requests assistance in solving public problems. The result is more effective institutions and stronger democracy.

### **E-Government Brings The Way to Innovation**

E-government (e-gov) is the transformation of processes, transactions, and the creation and implementation of more efficient government systems,



5. Leveraging the potential of ICTs: new opportunities for innovation. (Anderson, D, Wu, R, Cho, J, Schroeder, K, 2015)

The five strategies above are interrelated and interdependent, therefore, this strategy must be used holistically. In other words, this strategy is important to be discussed and studied in an integrated manner in strengthening institutional frameworks, processes and mechanisms to provide services fairly and effectively, developing human resource capacity for fair service delivery and developing and utilizing technology.

The author uses the above concept with the goal that the government can provide key public services in a way that is fair, effective, inclusive, and citizen-centered, the capacity of the public sector to provide services, must be strengthened at the national and local levels. This implies strengthening of four main dimensions and between the public sectors, namely institutions, especially at the local level, to provide services; the leadership capacity and human resources needed to provide services in a transparent, fair, efficient and accountable manner; processes and mechanisms that support citizen participation in the design and delivery of services; and organizational culture to provide fertile ground for continuous improvement and innovation in service delivery.

## Methods

This research is focused on the Office of Communication and Information, the Regional Finance Agency, and the Regional Planning Agency of Jambi Province, using explorative qualitative

methods to better understand the phenomenon of collaborative relations in the provision of public information. By using the characteristics of collaborative leaders by Rusell Linden which are strengthened by an analysis of strategies in providing public service according to Denis Anderson, et al. The author assumes that the use of these concepts will provide a more comprehensive view of the relationship of collaboration to the provision of innovation in public services. especially related to the strategic role of leadership, institutional dilemmas, and efforts to accelerate innovation by the Jambi Provincial Government.

Primary data collection is done through interviews and structured and unstructured observations, interviews conducted in an integrated manner with participant observation, where researchers try to identify and see problems in a clear view. This qualitative research emphasizes quality analysis. The data collected is not in the form of numerical quantification, but the data obtained comes from in-depth interviews, researchers' field notes, personal documents, and other official documents obtained through field research. So that the main target of this research is to describe the empirical relativity behind the phenomenon by obtaining deep, comprehensive, detailed, and complete meaning. Therefore the use of qualitative approaches in this study is to match, compare, and look for the common thread between empirical reality and the prevailing theory using descriptive methods. Data was collected through literature and documentation studies, in-depth observations and interviews with



reached 76.22 percent. Computer users in the same year reached 17.59 percent. Internet users are also increasingly spoiled with the ease of access, in 2018 the percentage of the population 5 years and over who can access the internet has increased from 2017 by 26.67 percent to 35.82 percent (BPS, 2019).

The high public expectations can not be answered completely by the Government, the level of public information openness in the Jambi Provincial Government Scope is still low, it appears from the non-renewed data and the lack of information presented on the official website of the Jambi Provincial Government , [www.jambiprov.go.id](http://www.jambiprov.go.id). Local Government Budget Documents such as the KUA-PPAS Performance and Budget Plan (RKA) and the 2020 Regional Revenue and Expenditure Budget (RAPBD) have not yet been publicly published on the website. Even some of the data and information on the website is still old data and is already irrelevant. The lack of information by the Information

Management and Documentation Officer (PPID) is a finding of the Republic of Indonesia's Supreme Audit Agency (BPK). The author confirms to the Head of the Jambi Provincial Information Communication Office Nurachmat Herlambang who said that the BPK's findings were related to the many offices that did not want to openly convey their activities in detail to the provincial government website or through PPID, so far there was no agreement on the list of information- information which may be published and which can not be public consumption. With the Public Information Openness Act, the Government should not be hesitant now to submit information through the website, especially the Office which has a large budget such as the Public Works and Public Housing and Education Office, on this basis, the Diskominfo will invite a meeting with all DPOs as well as invite the Provincial Information Commission (KIP) as an intermediary ([jambi.tribunnews.com](http://jambi.tribunnews.com), 2019).

**Table 1. Information Disputes handled by the Jambi Provincial Information Commission.**

Year	Number of cases entered	Case that doesn't qualify	Case that qualifies	The applicant's case was withdrawn	Cases are decided through a process	Total cases in process	Done	Process
2017	43	1	40	5	7	33	33	-
2018	11	-	11	1	1	10	10	-

**Source : Diskominfo, 2019.**

The following is the 2018-2019 Public Information Request Recapitulation managed by the 2018-2019 Information and Documentation Management Officer.

- Number of Information Applicants for 2018: 29 requests
- Amount of Data downloaded on the website: 9,812 data
- Amount of data not given: 2 data



- Information Disputes: 44 requests

From these data, the authors see that PPID of Jambi Province only focuses on the quality of the output produced, but does not refer to the process of completion between sectors. Collaboration between agencies has not yet been seen in providing public information, this is due to the increasing activity of PPID in Jambi Province, which is not balanced with the development of authority obtained by PPID, so this is felt to be a challenge and a separate obstacle considering the PPID implementing stakeholders structural officials who carry out the duties and duties of other positions and also have to share attention, three other structural as well is considered quite a lot and is very important.

From the service dimension, the management of information at the Main PPID secretariat in Jambi Province has been without significant obstacles and is relatively smooth. But for PPID Assistants who are at the institution in each OPD still need more intensive coordination, because there is a lot of data that cannot be provided quickly due to the unintegrated system between auxiliary PPIDs, this is caused by the secretariat and the Main PPID apparatus is inadequate and there are still many PPID Aides who have not yet prepared the secretariat and its instruments. Judging from the sustainability of performance, with the dynamic management of regional government, PPID officials are affected, a change of position in the Main PPID and Assistant PPID also triggers a vacuum and miscommunication in terms of public information services between the Main PPID and the Assistant PPID. From the aspect of availability of budgets,

government commitment is indispensable, budget support will have an impact on the quality of service and quality of the device used, however, at this time of budget support is not adequate for the level of PPID Province, with the complexity and type of information that is very diverse, then need a joint commitment in providing the budget. And the last is, the readiness and availability of Human Resources (HR), as a service directly dealing with the public, at this time the composition of the Main PPID Secretariat HR to serve public information is far from adequate, both from technical operators and service supporters.

### **The Collaborative and Ego-Sectoral Dilemma**

Strengthening e-government governance is intended as a program where all needs, knowledge, skills, and other aspects of competence are prepared to carry out good governance in the implementation of e-government in the regions. The e-government governance program takes the form of collaboration of all stakeholders involved, which in its implementation aims to improve service innovation for the public through e-government governance. Ansell and Gash once said that: A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus- oriented, and deliberative and that aims to make or implement public policies or manage public programs or assets (Ansel et al, 2007). Partially, there are collective decisions that must be taken in ensuring policies reach their goals, the authors see that the strengthening of e-government in

Jambi Province can be seen from the desire to collaborate among the agencies involved.

The collaborative approach used in this study will be more specific to the ability of leaders to manage e-government systems collaboratively, the emphasis on this aspect is an effort to see the collaboration patterns initiated by government agencies themselves, according to Russell Linden, there are five characteristics of leadership collaborative, one of which is the ability to involve many parties in achieving the goals of a policy must be preceded by the desire to build an inclusive system without the existence of a sectoral ego (Linden, 2010). This means that every institution involved has regulated its involvement limits, it requires leadership capabilities that can map the sectoral ego between the agencies.

Jambi Province Government is one of the local government agencies also have made use of information technology in governance, to do so, in practices, the Governor needs technical agencies that are actively involved to prepare all infrastructure and regulations. In this case, the Governor is assisted by the Office of Communication and Information, the Regional Finance Agency, and the Regional Planning Agency of Jambi Province. Engagement across institutions is not easy, and therefore collaborative leadership skills are needed, but in practice, the Jambi Province Government just started to take a serious step in integrating planning and budgeting systems in 2018. This can be said to be a slow response and inability to map authority while responding to public

needs, while other provinces have applied it for several years, the rapid innovation being carried out in many other local governments driven by collaborative leadership.

The development of the use of *e-government* in Jambi Province has only been seen by the follow-up of the implementation of government planning and budgeting by the use of *e-government* based on the application of *e-Planning* and *e-Budgeting*. This follow - up is an encouragement in the form of recommendations from the Corruption Eradication Commission (KPK) to all provincial governments in Indonesia as outlined in the regional action plan in using the *e-planning* and *e-budgeting* system, the Jambi Provincial Government collaborated with the North Sumatra Provincial Government as stipulated in a *Memorandum of Understanding* (MoU), in the form of 4-day *Training of Trainers* (ToT) activities to the application management operator in the Jambi Provincial Government.

In 2018, the Ministry of Empowerment of the State Apparatus and Bureaucracy Reform (PAN-RB) issued a value for the application of electronic-based systems in Jambi Province which can be seen in the Table 2.

**Table 2. Results of the 2018 Jambi Province Electronic-Based Governance System (SPBE)**

No	Regency / City	SPBE Value	Predicate
1	Jambi Province	1.79	Less
2	Jambi City	2.2	Enough
3	Muaro Jambi Regency	1.22	Less

4	East Tanjung Jabung Regency	1.67	Less
5	West Tanjung Jabung Regency	1,4	Less
6	Batanghari Regency	2.2	Enough
7	Tebo Regency	1.27	Less
8	Bungo Regency	*	-
9	Sarolangun Regency	1.87	Enough
10	Merangin Regency	1.65	Less
11	Kerinci Regency	*	-
12	Sungai Penuh City	1.97	Enough
* Results have not been submitted by the Ministry of PAN-RB to the Regency.			

**Source : Diskominfo, 2018**

The data above confirms the problem of the slow response of the Jambi Provincial Government in developing e-government, the authors indicate that there are several underlying issues, namely the lack of integration of regulations governing authority among government agencies that provide services, so that collaboration towards innovation is hampered, lack of commitment to budget availability, low-quality human resources who have expertise in the field of IT development, and work culture are still not supported. The Head of the Communication and Information Office of Jambi Province, Rahmat Herlambang, said that applications related to the public service system and complaints by the community were expected in 2021 to be implemented, following the final target of the Jambi Governor's vision. The Provincial Government of Jambi received recommendations and directions from the KPK regarding development planning

procedures, one of which was to strengthen the implementation of an electronic-based system, Diskominfo was asked to immediately support the integration of e-planning and e-budgeting applications, but until now the e-planning and e-budgeting applications have not been running. linearly, only e-planning has begun to be implemented starting in 2019, but applicatively there are still many shortcomings, as evidenced by the many adjustments to the obstacles that arise because the application instrument is not supported by good socialization for all OPD, so the application operator is still running partially (Interview Report on Head of Diskominfo, 2019).

While the application of e-budgeting applications is still not running. This is closely related to the readiness and commitment of the Regional Finance Agency (Bakeuda), while the fact is that until now regional financial management still uses the old system. The problems that have caused the non-functioning of the e-budgeting application include, Bakeuda's reluctance to transform the system that has been used so far, namely the SIMDA application which is an application given by BPKP. This reluctance, according to the authors, is caused by a lack of commitment at the highest level of leadership, difficulty in reorganizing the bureaucratic path that has been used for years with SIMDA, limited human resources capable of managing new systems, and limited budgets for developing e-budgeting applications. However, this should not be a reason for Bakeuda to start the transformation of regional financial management, moreover, this is a recommendation from the KPK. This issue

indicates that synergy between institutions has not yet been held and the lack of support from the elite, collaboration should be successful if pure dialogue occurs - *Authentic dialogue* that allows all parties to have a voice, discuss common interests, have an open mind, be aware of their respective positions and have the desire to find a solution that is useful for all parties (Innes and Booher, 2003).

So from the explanation above, the Jambi Provincial Government has not implemented a collaborative implementation of e-government development patterns, this happens because there are various obstacles, one obstacle and the challenges that have arisen are governance aspects that are still weak, the desire to innovate is still limited on regulatory accommodations. Other problems that arise are the limited supporting infrastructure and technology also related to governance because in governance there are aspects of planning, project management, policy, organizing, monitoring, and evaluating. Weaknesses in the ability of good governance cause the implementation of electronic systems to be not optimal in the sense of being targeted, effective, and efficient. This causes collaboration to be very strategic.

## **Conclusion**

The author concludes that collaboration in the administration of open government is inseparable, the presence of collaboration has implications for all elements involved, both in government organizations, as well as for all parties involved or involved having the same responsibility for decisions taken by

the government, therefore collaboration requires that the parties involved must be together and have the same power in decision making. Collaboration in the era of open government emphasizes the integration of all stakeholders, accommodating and listening to many interests. For this reason, a specific approach is needed so that this mechanism can be implemented.

The author sees to ensure the successful implementation of collaborative governance is largely determined by; first, Leadership Transformation based on strong leadership, leaders who can direct, control and regulate this complex activity. Second, mediators are needed that act neutral/impartial / do not represent certain interests so that the mechanism runs in a balanced manner according to their respective roles and responsibilities. Third, the collaboration will succeed when placing the bureaucracy as the manager of the concept of collaboration with the support of the e-gov system, because the governmental organization has a far greater reach of authority than other organizations. Fourth, negotiation becomes an important stage in the collaboration process because it is influenced by an imbalance of power positions between parties or resources. and Fifth is the art of decision making based on agreement and mutual respect-accommodating.

## **About Author**

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